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ABSTRACT

Cuyahoga Community College's three-phase Institutional Development Program (IDP) was established in January, 1975, to provide systematic and uniform college-wide planning and management procedures. This report first discusses the social forces which led the college to undertake the IDP; identifies the long-range planning, governance, and management improvement program areas of IDP; and discusses the progress made during Phase I (January, 1975-July, 1976). Noted accomplishments included: (1) the development of a five-year Master Plan Update; (2) the organization of board and cabinet level committees to assure board and top executive input and support; (3) the publication of budget preparation and staff reference and organization manuals; and (4) the selection of a financial management consulting firm. The report then discusses the advances made during Phase II (July, 1976-January, 1978) in improving manual operations in the financial management area, integrating the planning and budgeting processes, upgrading the computer support system, and implementing a new governance system. Implementation of the Management Staff Development and Training Program of the Higher Education Management Institute during Phase III (January, 1978-Fall, 1978) is then discussed. The report concludes with eight suggestions for IDP implementation. (JP)

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THE CCC INSTITUTIONAL DEVELOPMENT PROGRAM: ORGANIZATIONAL CHANGE FROM THE CHIEF EXECUTIVE'S PERSPECTIVE

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JC 790 593

CUYAHOGA COMMUNITY COLLEGE
Cleveland, Ohio
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THE CCC INSTITUTIONAL DEVELOPMENT PROGRAM: ORGANIZATIONAL CHANGE FROM THE CHIEF EXECUTIVE'S PERSPECTIVE

In January, 1975, a formal, systematic organizational development and change process was initiated at Cuyahoga Community College (CCC). Although this effort, known as the Institutional Development Program (IDP), continues at the present time, at this point, three and one-half years along, there are tentative conclusions -- lessons, if you will -- that seem worth sharing with other institutions facing similar challenges. In an increasingly hostile environment for educational, and other non-profit, organizations, with growing pressure for accountability and sound management, it is a foolhardy institution, indeed, that fails to take the initiative in examining its managerial practices and undertaking an improvement program. The IDP was CCC's response to this challenge, and it seems to have worked.

The focus of attention is on the critical formative period -- the first one and one-half years -- during which the credibility of the IDP was firmly established, and a solid technical foundation was laid for more sophisticated developments in later phases. During this first phase of the IDP, also, a critical momentum was built up sufficient to overcome the natural inertia of a large, multi-unit organization. As most readers will agree, it is difficult to attract the attention, and change the course, of a large organization; innovative new initiatives are notoriously short-lived when they challenge established patterns. The formative period is, thus, when the ultimate success or failure of the program is in

large measure determined.

The authors feel strongly that the political questions involved in the IDP were usually more critical than the technical ones, certainly during the formative phase, and the CEO's early heavy involvement was, therefore, crucial. The perspective of this article is also that of the chief executive officer (CEO) of the organization, and rather than dealing with the technical details of the various component projects of the development program, the article is concerned with the executive strategies and tactics that shaped and guided program development and execution.

Cuyahoga Community College (CCC) is a large (over 25,000 head-count) two-year institution with three permanent campuses and over 25 off-campus sites. The staff consists of 520 full-time faculty and administrators, 1089 part-time faculty, and 580 support staff. From its founding in 1963, CCC grew rapidly, with a spectacular 22.6% headcount increase in fall, 1975. Growth has since leveled off, with slight decreases in enrollment in fall, 1977 (2.2%) and 1978 (6.8%). Three Trustees of the nine-member Board are appointed by the Governor and six by the Cuyahoga County Commissioners. Approximately 45% of the $40 million operating budget is state-funded; 35% comes from two County tax levies, which enable CCC to charge the lowest instructional fees in the State of Ohio.

PHASE I: BUILDING CREDIBILITY AND MOMENTUM: JANUARY 1975 - JULY, 1976

In the summer of 1974, CCC's third chief executive officer assumed his new responsibilities. The founding president, a

charismatic and entrepreneurial leader, had served until 1973. The then executive vice president had served as interim president during the nationwide search for a permanent chief executive (the Board of Trustees retroactively named him the official second president after his retirement due to ill health in 1977).

The new, young president took the reins of a flourishing college with nearly 25,000 students. Rapid growth did not on the surface seem to have caused serious problems. There was an air of optimism, pride and substantial loyalty. The obvious signs were of a stable, prospering organization. A handsome, nationally recognized downtown campus had been opened only five years earlier, and an equally impressive new campus on the far west side was due to open in the fall of 1975.

However, a closer look revealed serious potential problems generally resulting from phenomenal growth:

- The informal decision-making processes and communication mechanisms -- adequate for a small institution -- were proving increasingly cumbersome and ineffective.
- Despite its size, measured in students, facilities, or budget, CCC's planning and management processes were largely informal and unsystematic. Advancements in public management had made little impact on CCC. The lack of a modern financial management system and advanced computer technology were especially noteworthy. Also, an early unsuccessful attempt to launch a systematic management development program had left negative feelings

about such improvement efforts among college staff.

- The campuses had become largely autonomous and the central (district) administration correspondingly weak. Administrative interpretations of Board policy varied widely among the three campuses. The single college was beginning to resemble a federation of colleges, a tendency that was exacerbated by the separate accreditation status of each campus.

The challenges facing the new chief executive offiver (CEO) were great, the constraints severe. In the first place, how was the president to establish strong executive leadership and credibility in a relatively short period of time, through and with the existing top management? How could a large scale organizational development program alien to CCC's tradition be undertaken without causing serious internal disruption? A major constraint, quite common in the public sector, was the inability of the president to bring in a top management team wholly committed to a new executive direction for the College. Also, institutional resources could not be diverted to management and system development activities before some credibility had been established.

There were forces, however, that supported the new president's undertaking a major organizational development program. The current of the time should not be underestimated; growing public tax consciousness and demands for public sector accountability could be ignored only by the most foolhardy chief executive. Certainly the CCC Board of Trustees had heard the message of the taxpayers

and was positive toward a strong executive management development program. The Ohio Board of Regents, the state higher education coordinating body, had conducted its own Management Improvement Program, resulting in several manuals of best practice addressing basic management functions. The Federal Title VI Advanced Institutional Development Program, with which CCC staff were familiar through preparation of a grant proposal, also helped to build in people's minds a "model" for institutional development activities. Finally, the growing feeling among faculty and staff that all was not well, that the traditional "system" was not meeting new needs, was an important factor.

A local community foundation in January, 1975, granted almost $300,000 to the president's office to develop and carry out a program to improve the planning, management and evaluation of CCC. The grant enabled the president to overcome one of the principal obstacles to launching a comprehensive change program -- lack of top personal staff. The president was able to obtain consultant assistance, and by July, 1975, three special assistants to the president had been recruited to staff the new Office of Institutional Development within the president's office. The CCC Institutional Development Program (IDP) was launched.

The articulation of a philosophy for the IDP was an evolutionary one, but by the close of the first action year in June, 1976, certain critical tenets were well defined and validated by experience.

o Establishment of strong Board and executive direction of CCC,

and a reversal of the trend toward autonomous campus operations (one college, three campuses; rather than three colleges), was a key objective that shaped the IDP.

- The Board of Trustees was to play a strong leadership and support role, well beyond the traditional one of ratifying decisions already made, and Board development activities were to be accorded high priority.
- On-going CCC processes were to be disrupted little if at all; the program, in effect, overlaid a new agenda without interfering unduly with pre-existing ones.
- Whenever possible, IDP efforts were to be integrated with major related institutional processes, and attempts were to be made to enhance mutual support. Reaccredation is one primary example.
- Widespread participation in planning and implementing the program should be sought.
- The special assistants in the Office of Institutional Development were to "lead from behind" -- doing planning and program development, but whenever possible providing support to line officers, who were to direct implementation of program plans.
- In part to build support for longer-range, more fundamental system improvement efforts, first-year activities were to produce visible payoffs without large resource allocations. The practical benefits were to be clear.

How were these tenets realized in practice? The Institutional

Development Program was divided, at least initially, into three major program areas: (1) Long-Range Planning (2) Governance and (3) the Management Improvement Program (MIP). The first project of the Institutional Development Program was the Master Plan Update, the preparation of a five-year educational plan of advancement, CCC's first long-range plan. The community foundation grant enabled CCC to retain external consulting assistance, with a primary responsibility to structure and coordinate widespread participation of CCC personnel in developing pieces of the plan, culminating in a college-wide "charette" in the spring of 1975. In July, one of the new special assistants was given a dual responsibility: to complete the Master Plan Update project and also to design an on-going long-range planning process for the institution.

Governance improvements focused on two areas: Board operations and internal policy development.

During the first action year of the Institutional Development Program, considerable attention was paid to the process of trustee decision-making in order to assure that the Board was not only thoroughly grounded in the various components of the program, but also that it strongly supported the major directions and, indeed, played a lead role in building support among faculty and staff. A reorganization of the Board in January, 1976, resulted in three standing committees -- Management, Planning and Evaluation, and Community Affairs. The Management Committee oversaw the design and implementation of the MIP, becoming highly knowledgeable about each element of the program in the process. The president assigned

a staff team to support each committee, and considerable attention was paid to the development of materials for the committees.

A staff person was assigned to develop a new system for maintaining, updating and communicating college policies and procedures. More fundamental, however, was the appointment of a team -- a faculty member and administrator -- to develop a set of recommendations relative to the structure and process of governance of CCC.

The Management Improvement Program (MIP) was the overall responsibility of one of the special assistants (the MIP Coordinator), and the third assistant was responsible for a major MIP project, the computer system upgrade. Two immediate objectives were set for completion in the fall of 1975:

- o The publication of a formal Budget Preparation Procedures Manual to serve as a guide for preparing the 1976-77 budget. Budget planning was an easy choice as one of the first improvement efforts. It is perhaps the most critical executive tool (at least, extremely powerful), it involves many staff throughout the institution, and it must occur every year. The resulting preparation manual, which was produced by a task force chaired by the budget director, basically codified existing procedures for budget preparation, with a philosophical preface strongly supporting participation in budget planning. There was also an attempt to elucidate executive decision roles and the process for decision-making. No attempt was made to move toward program budgeting, or to upgrade computer support

appreciably. Basically, the existing budgeting process was documented, systematized somewhat, and given a philosophical context/framework which it had never had. In some respects, process was, indeed, more important than substance where budget planning was concerned. Documentation of the budget decision-making criteria and processes, dissemination of the manual widely (to academic department heads), and review of the manual in orientation sessions held on the campuses -- these signaled the strong commitment of the new administration to openness and participation in institutional planning, program development, and resource allocation.

- The CCC Staff Reference and Organization Manual described the organizational philosophy of the district and set forth the tables of organization of the three campuses and District Office. It was intended to be a guide to getting things of an administrative nature done in the college. The message of one college - three campuses came through loud and clear. The Staff Reference Manual was distributed to all employees of CCC.

The original Management Improvement Program (MIP) plan did not include enhancement of the financial management system of the college during the first year. It was recognized that this would be a long-term endeavor, almost certainly requiring external technical assistance and improved computer support, and the benefits would not be all that obvious. In addition, there appeared to be no serious operating problems obvious in the short run. However,

during the fall quarter of 1975, potentially serious problems in financial operations on one of the campuses were brought to the attention of the administration, and it was decided to have a senior and highly respected partner of a major accounting firm do a "quick and dirty" study of financial management practices and procedures in order to determine the nature and extent of the improvement program that should be undertaken in this area. The consultant reported personally to the chief executive and an ad hoc, informal steering committee of the Board of Trustees.

The report of the consultant concluded that the absence of a modern financial management system would seriously impede the Institutional Development Program, as well as presenting the real and present danger of negative publicity that would reflect on the overall soundness of institutional management. It was only by luck, concluded the consultant, that serious incidents of fiscal mismanagement had not occurred and been widely publicized. There was no choice and, with the backing of the Steering and Management Committees of the Board, and the full Board, the Financial Management System (FMS) project of the MIP was officially launched in the winter quarter, 1976.

During the last six months of the 1975-76 academic year, the primary FMS activity was the selection of a consulting firm to assist in designing and implementing the financial management system. A carefully structured procurement process was personally managed by the special assistant to the president for MIP. A highly detailed Request for Proposals (RFP) was prepared, describing CCC,

the purposes and goals of the project, the products to be delivered, and the selection process, including evaluation criteria. Several major accounting and management consulting firms received the RFP, a proposers' conference was held to answer questions, and six proposals were submitted. Several readers from all three campuses evaluated the proposals using a four-page assessment form; the special assistant for MIP compiled results and, with the assistance of an ad hoc selection committee, rank-ordered proposals and developed a set of recommendations for the president. As the academic year came to a close, a contract was being negotiated with a management consulting firm.

The Financial Management System (FMS) RFP called not only for long-run, system improvements, but also -- in keeping with the articulated philosophy of the Institutional Development Program -- for practical and visible benefits in the near future. Accordingly, the RFP specified that in addition to the long-run conceptual design to be produced by the consultant, two operating procedures manuals be developed for use by CCC employees: an accounting procedures manual as a guide for central accounting staff in processing transactions and a financial procedures manual describing for institutional managers how to initiate transactions in such areas as travel and purchasing. The RFP specifically cautioned proposers not to recommend exotic undertakings requiring substantial computer investment, such as elaborate program budgeting and accounting systems. First things first was the byword -- assure that a firm foundation was in place before looking at more sophisticated technology.

Also during the course of the first action year, a model for top executive participation in the Institutional Development Program was developed that has proved effective for the duration of the program. The President's Cabinet, consisting of the district vice presidents and campus presidents, with a couple of other district officers, meeting with the president, determines institutional directions and administrative policies. It was recognized that the Institutional Development Program would raise numerous questions requiring top level executive attention and resolution and that the College president could not be expected to chair all the meetings that would be required. Therefore, three new cabinet-level bodies subordinate to the Chancellor's Cabinet were formed to oversee major components of the Institutional Development Program:

- The MIP Steering Committee, chaired by the vice president for finance.
- The Executive Budget Review Committee, chaired by the vice president for finance.
- The Master Planning Steering Committee, chaired by the vice president for planning.

Each committee consisted of the members of the President's Cabinet without the president in the chair. Meetings were held at least monthly, more often if necessary. A wide variety of executive-level decisions were made on the basis of careful staff preparation, thus freeing the president from operational involvement. Top executive understanding and support of the Institutional Development Program was thus assured.

Analysis of First-Year Results

By July 1, 1976, significant activities aimed at substantially upgrading the planning and management capabilities of CCC were well underway, with strong board and executive support and no apparent disruption of on-going institutional processes. A five-year plan had received the Board's preliminary approval, a 1976-77 budget was developed using the new budget preparation manual, and a relatively large-scale financial management improvement project was getting off the ground. A fairly solid foundation had been laid for more fundamental improvements in succeeding years.

The emphasis initially on visible, practical results requiring modest resource commitments not only helped to build support for the program, but also enabled the program to get off the ground quickly without having to devote the many hours required to deliberate over large resource commitments. The lack of progress during the first action year in the computer upgrade project resulted only partly from the difficulty of "getting a handle" on the technical questions involved, but also from a wariness at the tremendous resources that a computer upgrade was likely to require. In retrospect, as will be discussed later, this was a prudent decision, given the risks involved.

The purpose of strengthening the single-college concept was served during the first action year in a seemingly paradoxical manner. The Institutional Development Program was aimed not at centralizing institutional operations; rather, it supported uniform district-wide practices and procedures. In budgeting, for

example, greater responsibility and authority were delegated to department heads and central decision-making became less a matter of discretion as decision-criteria were articulated. By stating the "rules of the game" clearly, and specifying accountability centrally and on the campuses, the district concept was strengthened while actually decentralizing certain operations.

The quality of management of the College was enhanced through more precise allocation of responsibility and accountability, decentralizing operational decision-making while promoting stronger central long-range planning, monitoring and evaluation. More than management improvement was at issue, however. Decentralization with its concomitant wider dissemination of information played an important part in building internal understanding and support for the Institutional Development Program. In a dramatic break with past practice, minutes of the deliberations of the Cabinet relative to the program were, as a matter of conscious policy, widely disseminated in the College.

Finally, the initiation of a thorough re-examination and reformation of the College's governance structure and processes assured that more technical management system improvements would not founder because of unmanageable internal tensions over basically political issues.

PHASE II: FOCUS ON SYSTEMS: JULY, 1976 - JANUARY, 1978

Building on the foundation laid during the first one and one-half years of the Institutional Development Program, the second

developmental period focused on technical systems building. During this phase, the blueprint for a strong technical infrastructure was developed, and significant progress was made in implementation.

In keeping with the emphasis on technical system development during Phase II, the various technical components of the Institutional Development Program were spun off, along with the staff responsible, to district vice chancellors, and the Office of Institutional Development within the Chancellor's (formerly "president") Office, was disbanded:

- The Management Improvement Program (MIP) Coordinator was assigned to the Vice Chancellor (formerly "vice president") for Financial and Management Services-Treasurer.
- The Director of Long-range Planning was assigned to the Executive Vice Chancellor (formerly "vice president").
- The new position of Executive Assistant to the Chancellor was assigned responsibility for Board of Trustees planning and support services.

The Cabinet-level bodies established during Phase I continued to provide executive leadership to management and planning projects during this second period.

The focus during Phase II was on four major improvement projects:

- The improvement of manual operations in the financial management area (FMS).
- The implementation of a planning/budgeting process characterized by the integration of long - and short-range planning with annual budgeting.

- o The upgrade of the College's computer support system.
- o The implementation of a new governance structure and process.

The central accounting procedures and user procedures manuals produced by the consulting firm as part of the FMS project were largely implemented during this period, providing for the first time in the College's history a clear, detailed set of guidelines for initiating and processing financial transactions. The overall FMS conceptual design product set forth a long-term, fundamental improvement program, stressing the integration of planning and budgeting. Building on this design document, the staff of the Vice Chancellor for Financial and Management Services-Treasurer developed a new budget planning process for use during FY 1978 (July 1, 1977-June 30, 1978) in the development of the budget for the year beginning July 1, 1978.

No radical changes were made in the budgeting process itself, certainly nothing like true program budgeting or a zero-based approach. As was true in prior years, the basic expense-element budget by organization unit was the building block. The innovation was in the pre-budgeting phase (roughly September-December), during which managers (the "budget unit heads") were asked to engage in a relatively complex and sophisticated series of planning activities, including:

- o Projection of critical environmental factors (opportunities as well as constraints) in the short and long run expected to impact the manager's programs(s).

- Statement of long-range goals, annual objectives and major program activities under each objective.

Ideally, consensus on goals and objectives at the Executive Budget Review Committee level would precede and guide detailed budget preparation. In practice during the test year, the great volume of planning information collected exceeded the capability of the College administration to analyze it fully and to arrive at critical planning decisions. However, the process served a valuable educative function, for both the Cabinet and other executive officers and the budget unit heads. Hearings on detailed budget requests were certainly better informed than had been true in the past.

Perhaps most important of all planning improvements was the integration of the North Central Association reaffirmation of accreditation process underway at the College and the planning/budgeting process. In order to avoid the classic confusion caused by various planning processes going on at the same time, overlapping and even contradicting each other, production of the reaccreditation materials was carefully coordinated with the planning/budgeting process. To the extent feasible, the same basic planning data served both purposes.

The computer system upgrade was undoubtedly the most complex and controversial undertaking of the Institutional Development Program. As part of the Master Plan Update during Phase I, a task force had developed a statement of specifications for an improved computer support system. Following this up, a Request for Proposals

(RFP) was issued, but no contract award resulted, for two major reasons: the magnitude of the investment required; and the lack of agreement at the executive level as to the requirements to be met and the best technical solution. As is often the case, a serious communication gap existed between the "experts" on the one hand and the decision-makers on the other. The "gut feel" that the lack of immediate perceptible benefits combined with inevitable system implementation problems would jeopardize other developmental efforts was also a powerful factor working against implementation of this important upgrade project.

During the second phase another RFP for the computer system was developed and issued, but, once again, did not result in a vendor contract award. This time, the approach taken appeared too modest in light of the perceived needs, and, as before, technical advice was not clear to Cabinet-level decision-makers.

Under the leadership of a relatively new Vice Chancellor for Financial and Management Services-Treasurer, who had not been involved in the previous two RFP's, a comprehensive solution and unique approach to implementation were agreed to at the executive level and, as Phase II ended in January, 1978, the project was moving forward satisfactorily. The computer solution consisted of the following key elements:

- Clear delegation of authority and responsibility for the computer systems upgrade to the Vice Chancellor for Financial and Management Services.
- Retention of a software firm over a three-year period

to assist the College in acquiring advanced computer hardware, developing academic/instructional and administrative systems, and managing the College's computer center.

- o Acquisition and installation of centralized, latest-generation, technologically advanced hardware capable of meeting foreseeable administrative needs for the next five years or so and academic/instructional needs for the next three years or so.
- o Utilization of remote job entry devices and terminal equipment on the three campuses.

In addition to several hundred academic/instructional programs from computer-assisted instruction, games and tutorials to advanced mathematical and statistical packages, substantial administrative system development was planned, including:

- o A new on-line student registration system supporting admissions, registration, curriculum and scheduling counseling, grade reports and financial aid.
- o Automated financial aid and payroll/personnel systems, totally integrated and based on advanced data base concepts.

The recommendations of the governance system study team were accepted by the Board and administration in May, 1975, and the new system was implemented during 1976-77. The new structure and process, described in detail in a comprehensive reference manual, "College-wide Governance System: Principles, Guidelines, and Structure," provided

for four standing committees representing all major college constituencies, a "committee on committees" to oversee the process, a committee to advise on long-range planning issues, and a governance office under the Executive Vice Chancellor. The basic purpose of the new process -- to clarify, formalize and systematize governance processes -- was largely achieved, and 1976-77 was, on the whole, a successful test year. Though several "bugs" needed to be worked out at year's end, the standing committees were productive in that several significant policy issues were dealt with and all constituencies actively participated in deliberations.

PHASE III: HUMAN RESOURCE DEVELOPMENT: JANUARY, 1978 - FALL, 1978

As the new year began, it was clear that the technical systems development aspect of the Institutional Development Program was proceeding generally as planned with only normal technical problems and no serious political ones. While formal support of the CEO continued to be necessary at critical junctures, the detailed attention of the Chancellor's Office was not required. As system development claimed less and less of the CEO's time, another facet of institutional development was moving to the fore -- human resource development.

Instructional personnel development had been addressed during the first year of the Institutional Development Program with the establishment of an office headed by a dean/director under the Vice Chancellor for Educational Planning and Development. No attempt was made at this time to develop a comprehensive human

resource development program encompassing management as well as instructional development needs, primarily because the demands of coping with rapid institutional growth were far too pressing.

With the completion of significant portions of long-range improvement programs in planning, governance, budgeting and management support systems during 1977-78, as well as a leveling off of growth, executive attention could be focused on the wider human resource development needs at CCC.

In November, 1977, the Chancellor charged a task force with the responsibility to formulate recommendations as to management staff development and training needs in the College. The April 7, 1978 report of the Task Force made three primary recommendations:

- That the Management Staff Development and Training Program of the Higher Education Management Institute (HEMI) should be implemented as soon as practicable at CCC with necessary adaptation to the College's unique needs.
- That management development should take place within the overall conceptual framework of a Human Resource Development Program at CCC.
- That human resource development is so critical a function that a highly placed staff position should be allocated on a full-time basis to planning and coordinating activities in this area.

The Management Committee and full Board of Trustees accepted the administration's recommendation that the Management Staff

Development and Training component be implemented as soon as practicable, relying basically on the HEMI vehicle, and a full-time coordinator was recruited with the title of Staff Assistant to the Chancellor. HEMI is basically a consortium providing member institutions, for a relatively modest fee, assessment and training materials and technical assistance during planning and implementation.

By November, 1978, a College-wide management training needs assessment had been completed and planning for the delivery of HEMI-related training modules was well underway. It should be pointed out that consortium training packages were being redesigned as appropriate to assure compatability with, and effective support for, on-going institutional processes such as annual planning and budget development.

Also largely complete by November was a comprehensive program design covering, in addition to the HEMI component:

- o Concentrated, more specialized training for executive staff in several week-long sessions aimed at establishing a common understanding of the functions and vocabulary of management.
- o Training focusing on the special needs of personnel handling both faculty and management responsibilities (the academic department heads).
- o The utilization of College executive officers as leaders in Saturday seminars devoted to the discussion of organizational development issues.

- The marketing of a formal management staff development and training program to other organizations via the College Lifelong Learning Insitute.

The support of the Chancellor for human resource development has, since Phase III began, been highly visible and consistent and considerable CEO time has been devoted to brainstorming and critiquing plans in this area. The Chancellor's address at the 1978 fall convocation of the College spelled out the commitment and rationale for it:

> It is only good sense to invest in the people in one's organization; it "pays off," I believe, in heightened morale, creativity and productivity. Beyond that, however, is an ethical and practical commitment to assist people to realize their professional potential, not because they'll be better workers, but because we owe them such assistance in addition to providing paychecks.

One of the most innovative features of the CCC approach to staff development, if all goes according to plan, will be the building of a strong self-training capability which should sustain an on-going development program without having to create a training staff or use extensive consulting assistance.

CONCLUSIONS

At this stage in the CCC Institutional Development Program, mid-way in Phase III, certain conclusions can be drawn, at least tentatively, that might be useful to institutions attempting to formulate their own developmental strategies and plans:

- o CHIEF EXECUTIVE UNDERSTANDING AND SUPPORT ARE A CRITICAL ELEMENT IN ANY STRATEGY.
  If there is any doubt about the position of the CEO, then expect any change program to run into more resistance than normal. Support is most clearly demonstrated by housing development staff in the CEO's office, at least until a particular program component is firmly established.
- o ORGANIZATIONAL DEVELOPMENT GOALS MUST BE COMMENSURATE WITH HUMAN AND FINANCIAL RESOURCES.
  Comprehensive organizational development programs can be very expensive in terms of either staff time or cash outlay, usually both. Capable staff must be available to provide direction, relatively expensive external technical assistance may be required for concentrated efforts. Of course, computer hardware and software can be very expensive. The point is, it is probably better not to try than to try to achieve something for nothing -- and certainly fail. Give careful attention to the match between what can realistically be achieved for a given resource allocation, and when a plan is agreed upon, it should include a firm resource commitment.
- o BOARD UNDERSTANDING AND SUPPORT ARE CRITICAL.
  Keeping trustees informed of progress and assuring that they are consulted on critical planning decisions are

an important part of any strategy. When the inevitable technical and political problems associated with major change programs occur, it may be too late to seek Board support. Whenever possible, trustees should be assisted to assume the leadership role, not merely that of followers.

- o ASSURE THAT A DEVELOPMENT PROGRAM HAS SHORT AS WELL AS LONG-RUN BENEFITS.

  Quick, visible, practical benefits result in a credit line of sorts that can be drawn upon to back longer-run ventures. The development of a CCC plan of advancement and budget manual within a few months of the initiation of the CCC Institutional Development Program built substantial credibility for the program and "bought" if not support, at least patience, for longer-term development efforts, most notably the computer system upgrade.

- o STRUCTURE AND PROCESS DESERVE ATTENTION

  Although it sounds bureaucratic, carefully structured taskforces and committees, with strong staff support and documentation of work, have been a key element in the CCC development strategy. Such formalization helps to guarantee program visibility, meaningful participation and, perhaps most importantly, individual accountability for results. The special assistants to the Chancellor in the Office of Institutional Development did not build their own bureaucracy, had no troops at their command.

This is, in most eyes, the advantage of a task force approach. But given the lack of line authority, only a high degree of task force or committee organization can suppy the needed accountability.

- o FIRST THINGS FIRST

  Although, in retrospect, it might have been useful to pay more systematic attention to human development needs earlier in the Institutional Development Program, the decision to place highest priority on systems questions appears sound. The phenomenal growth of the college had placed such strain on antiquated systems and processes that almost undivided and concentrated attention was required to cope successfully. Although a more balanced approach would have been ideal, in a time of increasing public scruntiny, tax consciousness and demands for accountability and fiscal prudence, the risk of financial management problems far outweighed the possibility of short-term alienation among employees threatened by change. Of course, the development of effective governance processes characterized by wide participation in policy formulation did have a strong human resource development facet.

- o COMPLEX TECHNICAL PROBLEMS DEMAND SOPHISTICATED SOLUTIONS.

  It can be wasteful to cut corners. From the vantage point of the third phase of the program, it would have saved staff time and energy, as well as institutional dollars, to defer dealing with computer system improve-

ments until manual systems were in shape. Of course, an effective solution waited until this point, anyway, and the two prior procurement efforts were needless resource drains.

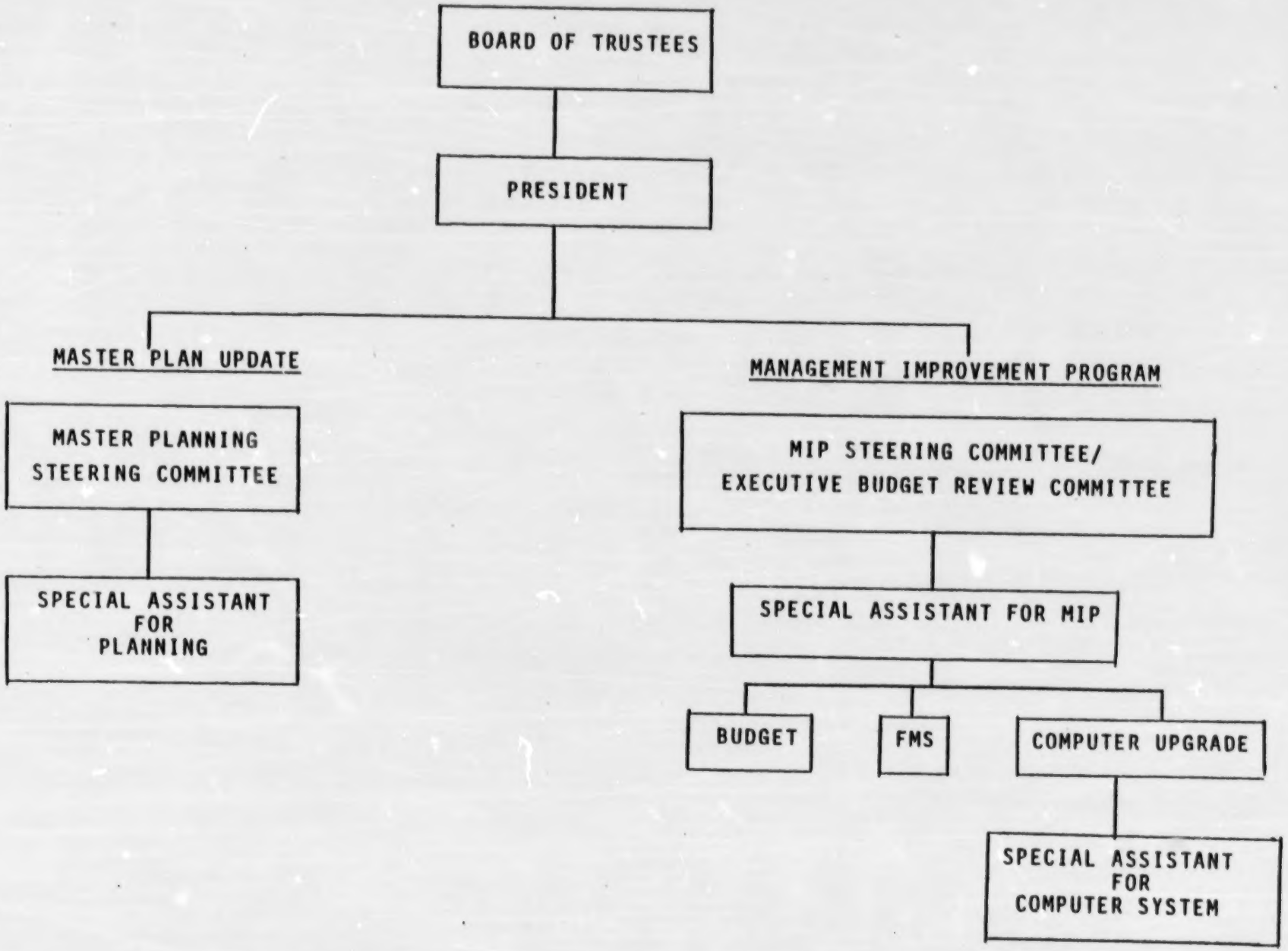
- o SPIN-OFF IS ESSENTIAL

  The task force approach is a useful way of getting big jobs done faster than through the permanent hierarchy, especially when inter-unit skills need to be focused, but once the specific design/development task is completed, implementation should be through the permanent organization structure. Otherwise, of course, an incredibly cumbersome bureaucracy would be created. It is also critical that the CEO's office not become weighted down with operating projects which would detract from more strategic responsibilities. A project should be housed under the CEO's wing only so long as it demands very special nourishing and protection.

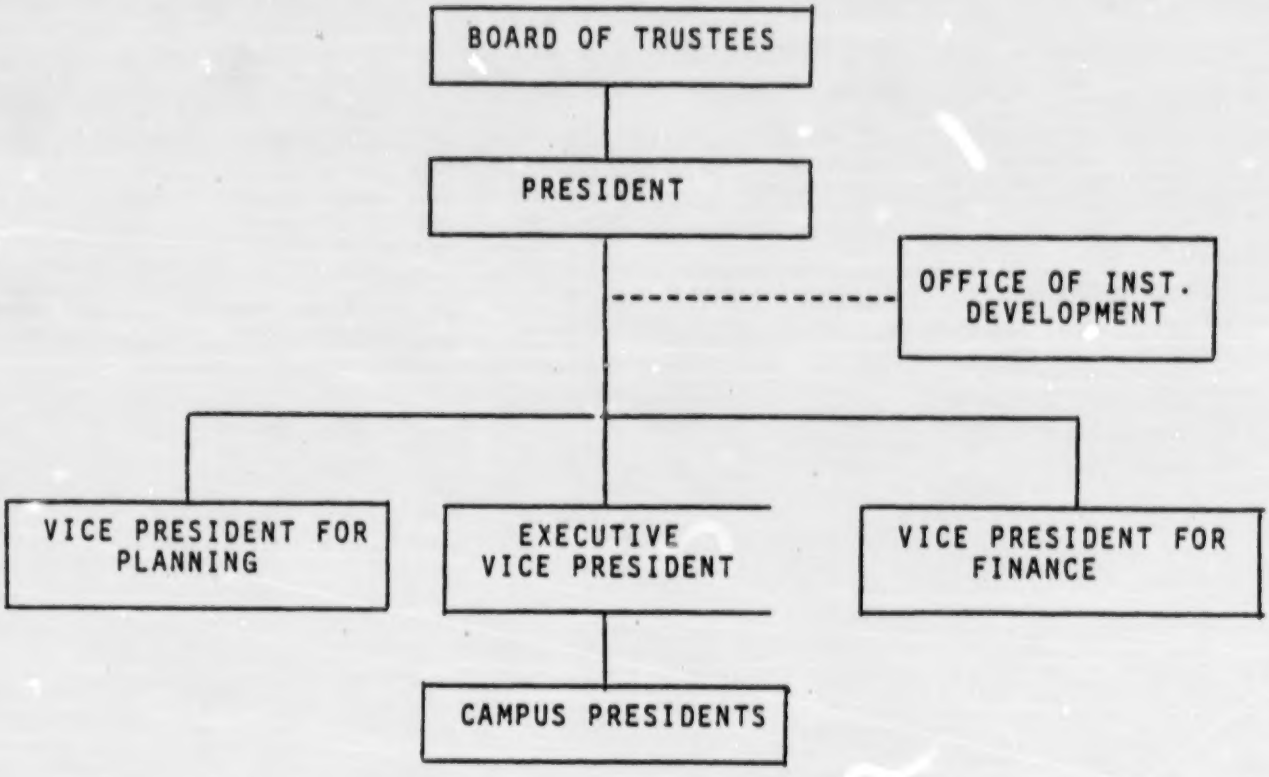
The CCC Institutional Development Program is only one approach to organizational development, but its apparent success in a large and complex multi-unit system may contain lessons useful in other contexts. The long, often painful, and certainly expensive process has hopefully prepared CCC to face the serious challenges of the next decade or so effectively. At the end of nearly four years of effort, one of the fundamental assumptions underlying the whole effort still seems valid:

Human resources are the preeminent factor in organizational development. No system, however sophisticated, can make up for a lack of talented, committed people. But such people, however creative and dedicated, can be terribly hindered and occasionally defeated by inadequate systems. So both elements must be attended to and a dynamic balance maintained.

PHASE I: IDP FUNCTIONAL STRUCTURE



PHASE I: CCC ORGANIZATION STRUCTURE



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